

Do All High School Graduates Count? Unintended Consequences of State Accountability Policies for English Learner Students

Webinar

April 29, 2019



Logistics

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Presenters



Margie McHugh, Director, National Center on Immigrant Integration Policy, MPI



Julie Sugarman, Senior Policy Analyst for PreK-12 Education, Migration Policy Institute



Russell W. Rumberger, Professor Emeritus, Gevirtz Graduate School of Education, UC Santa Barbara; Director, California Dropout Research Project



MPI National Center on Immigrant Integration Policy

Primary Areas of Work:

- *Education and Training:*
 - *Early Childhood*
 - *K-16*
 - *Adult Education and Workforce Development*
- *Language Access and Other Benefits*
- *Governance of Integration Policy*
- *International Initiatives*

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Context for Today's Release

THE UNINTENDED CONSEQUENCES
FOR ENGLISH LEARNERS OF USING
THE FOUR-YEAR GRADUATION RATE
FOR SCHOOL ACCOUNTABILITY



By Julie Sugarman



The Unintended Consequences for English Learners of Using the Four-Year Graduation Rate for School Accountability

By Julie Sugarman

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<http://bit.ly/EL4yrgradrate>



Julie Sugarman



Julie Sugarman is Senior Policy Analyst for PreK-12 Education at MPI's National Center on Immigrant Integration Policy, where she focuses on issues related to immigrant and English Learner (EL) students. Among her areas of focus: policies, funding mechanisms, and district- and school-level practices that support high-quality instructional services for these youth, as well as the particular needs of immigrant and refugee students who first enter U.S. schools at the middle and high school levels.

Dr. Sugarman came to MPI from the Center for Applied Linguistics, where she specialized in the evaluation of educational programs for language learners and in dual language/two-way immersion programs. She also provided evaluation expertise to the Cultural Orientation Resource Center at CAL, where she developed a toolkit to help practitioners assess the effectiveness of cultural and community orientation programs for refugees settled in the United States.

Dr. Sugarman earned a B.A. in anthropology and French from Bryn Mawr College, an M.A. in anthropology from the University of Virginia, and a Ph.D. in second language education and culture from the University of Maryland, College Park.



Who are High School English Learners (ELs)?

- *Newcomer students with interrupted formal education (SIFE)*
- *Newcomer students at or close to grade level*
- *Progressing ELs*
- *Long-term ELs*



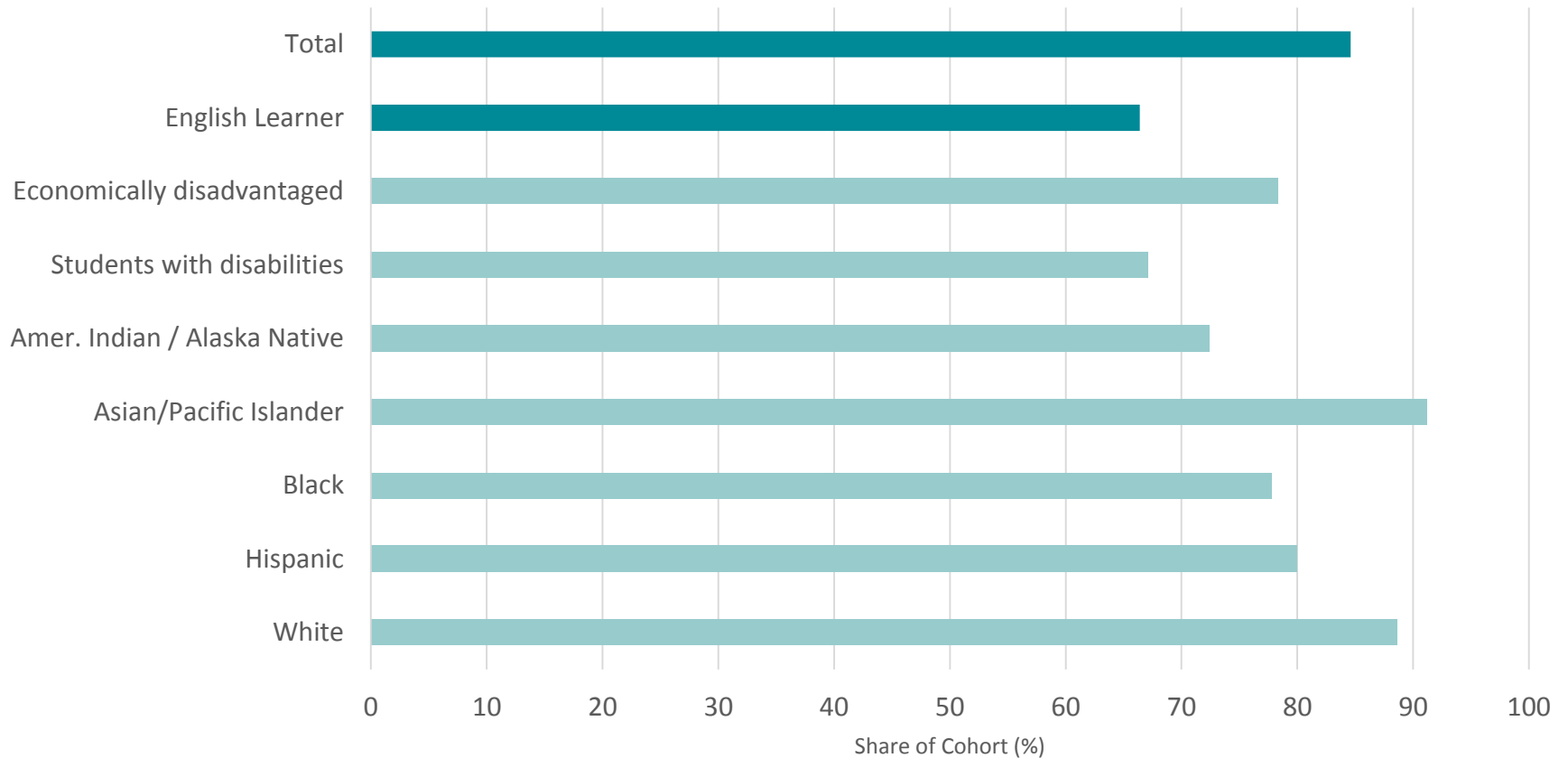
4-Year Adjusted Cohort Graduation Rate (ACGR) for the Class of 2018

$$\text{ACGR} = \frac{\left[\text{Number of graduates in 2018} \right]}{\left[\text{First time 9}^{\text{th}} \text{ graders in 2014-15} \right] + \left[\text{Transfers in} \right] - \left[\text{Transfers out} \right]}$$

- Transfer to program leading to a regular diploma
- Emigration
- Death



4-year Adjusted Cohort Graduation Rate, 2016-17



Source: National Center for Education Statistics, "Table 1. Public High School 4-year Adjusted Cohort Graduation Rate (ACGR), by Race/ethnicity and Selected Demographic Characteristics for the United States, the 50 States, and the District of Columbia: School Year 2016–17," accessed April 24, 2019, https://nces.ed.gov/ccd/tables/ACGR_RE_and_characteristics_2016-17.asp.

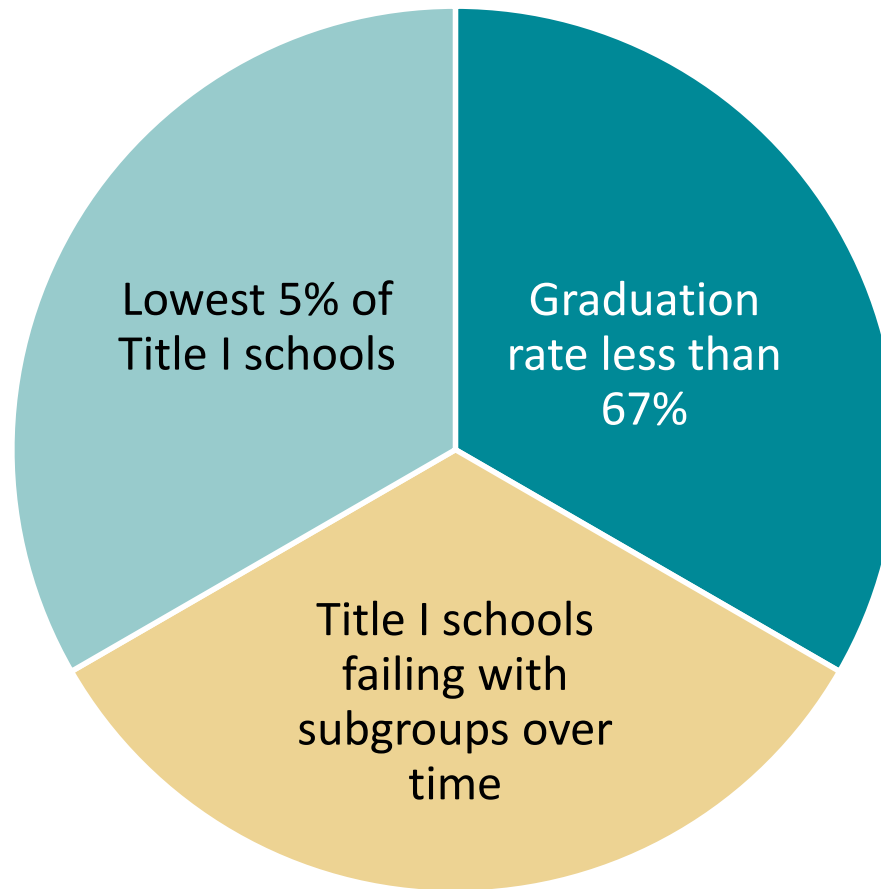


Every Student Succeeds Act (ESSA) Accountability Indicators

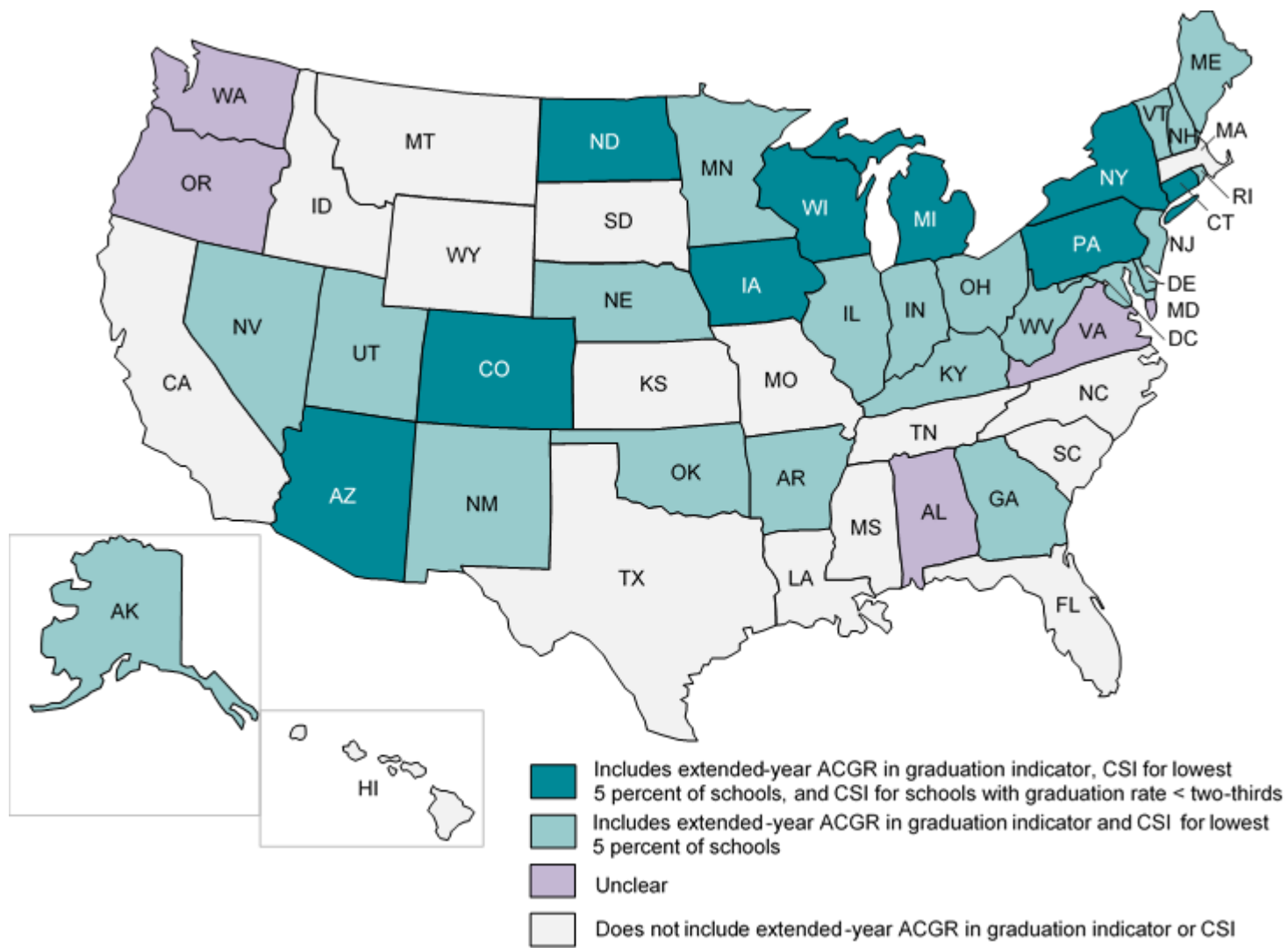
Elementary and Middle Schools	High Schools
Academic achievement (English language arts and math)	
Progress in attaining English language proficiency	
Indicator of school quality or student success	
Additional measure of academic progress	Graduation rates (ACGR)



Identifying Schools for Comprehensive Support & Improvement (CSI) under ESSA

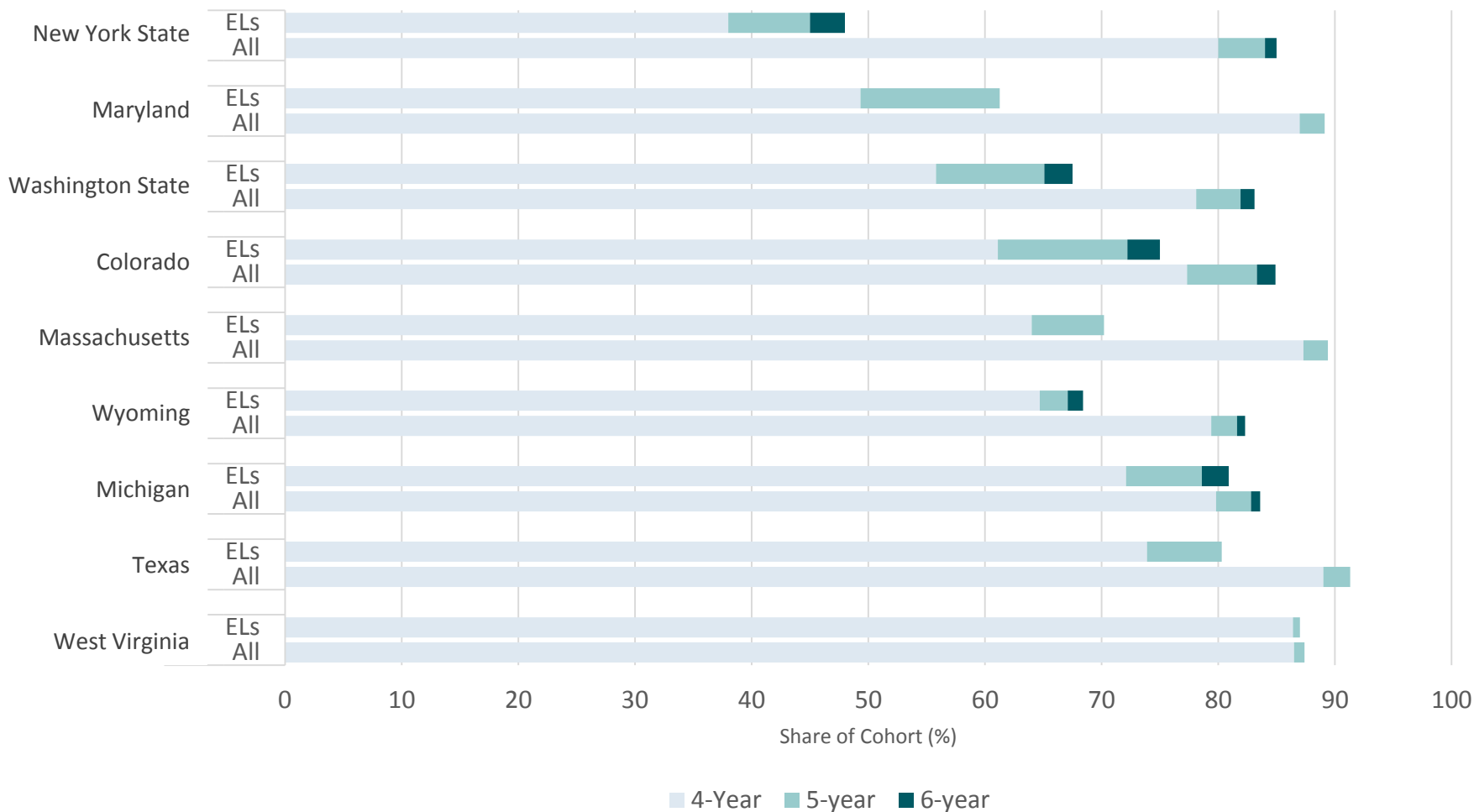


States that Include Extended-Year ACGR(s) in CSI Calculations





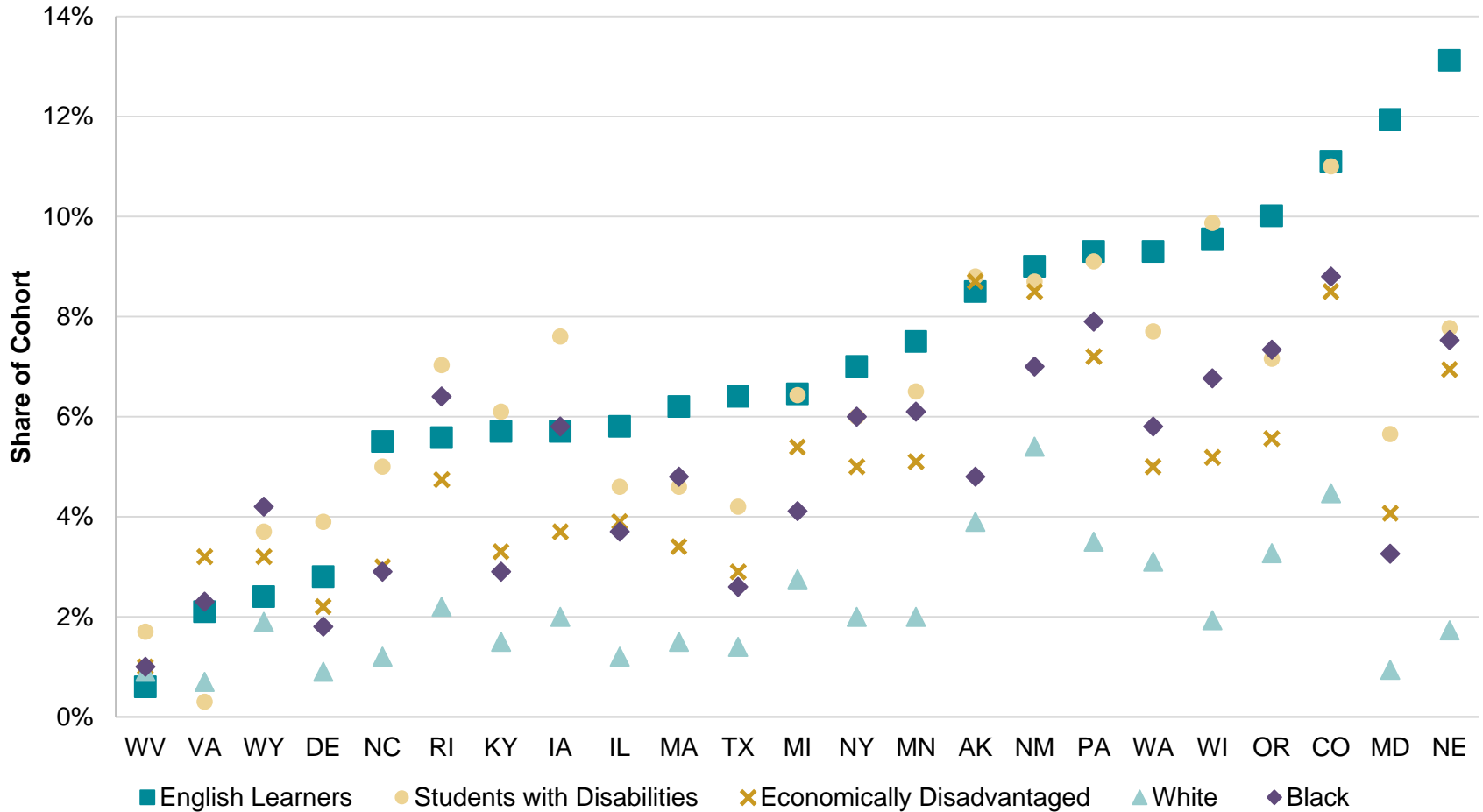
Four-, Five-, and Six-Year ACGR in Select States, Class of 2015



Source: Julie Sugarman, *The Unintended Consequences for English Learners of Using the Four-Year Graduation Rate for School Accountability* (Washington, DC: MPI, 2019).



Share of the Class of 2015 to Graduate in 5 Years (in 2016)



Source: Julie Sugarman, *The Unintended Consequences for English Learners of Using the Four-Year Graduation Rate for School Accountability* (Washington, DC: MPI, 2019).



Significance of ACGR for Accountability

- ***All students held to high standards***
- ***Unintended consequences***
 - ***Gaming the system***
 - ***Refusing to enroll older newcomers***
 - ***Accelerating course of study for newcomers***



Russell Rumberger



Russ Rumberger is a Professor Emeritus in the Department of Education at the University of California, Santa Barbara (UCSB). A faculty member at UCSB from 1987 to 2015, Dr. Rumberger published widely in several areas of education: education and work; the schooling of disadvantaged students, particularly school dropouts and linguistic minority students; school effectiveness; and education policy.

He served as a member of the National Research Council's Committee on Increasing High School Students' Engagement and Motivation to Learn, which issued, *Engaging Schools: Fostering High School Students' Motivation to Learn* (2003). He was a member on the U.S. Department of Education, Institute of Education Sciences panel that produced the *Dropout Prevention Practice Guide* (2008). He also authored the book, *Dropping Out: Why Students Drop Out of High School and What Can Be Done About It* (Harvard University Press, 2011).

He served as the Vice Provost for Education Partnerships in the University of California Office of the President from 2010-12. He directs the California Dropout Research Project, which produced a series of reports about California's dropout problem and a state policy agenda to improve California's high school graduation rate. In 2013 he was made an American Educational Research Association (AERA) Fellow and received AERA's Elizabeth G. Cohen Distinguished Career in Applied Sociology of Education Award. In 2016 he was elected to the National Academy of Education. He received a Ph.D. in Education and a M.A. in Economics from Stanford University and a B.S. in Electrical Engineering from Carnegie-Mellon University.

Strengths and Weaknesses of Alternative High School Graduation Rates

Russell W. Rumberger
UC Santa Barbara

Figure 1. National rates of high school graduation 2000-01 thru 2015-16

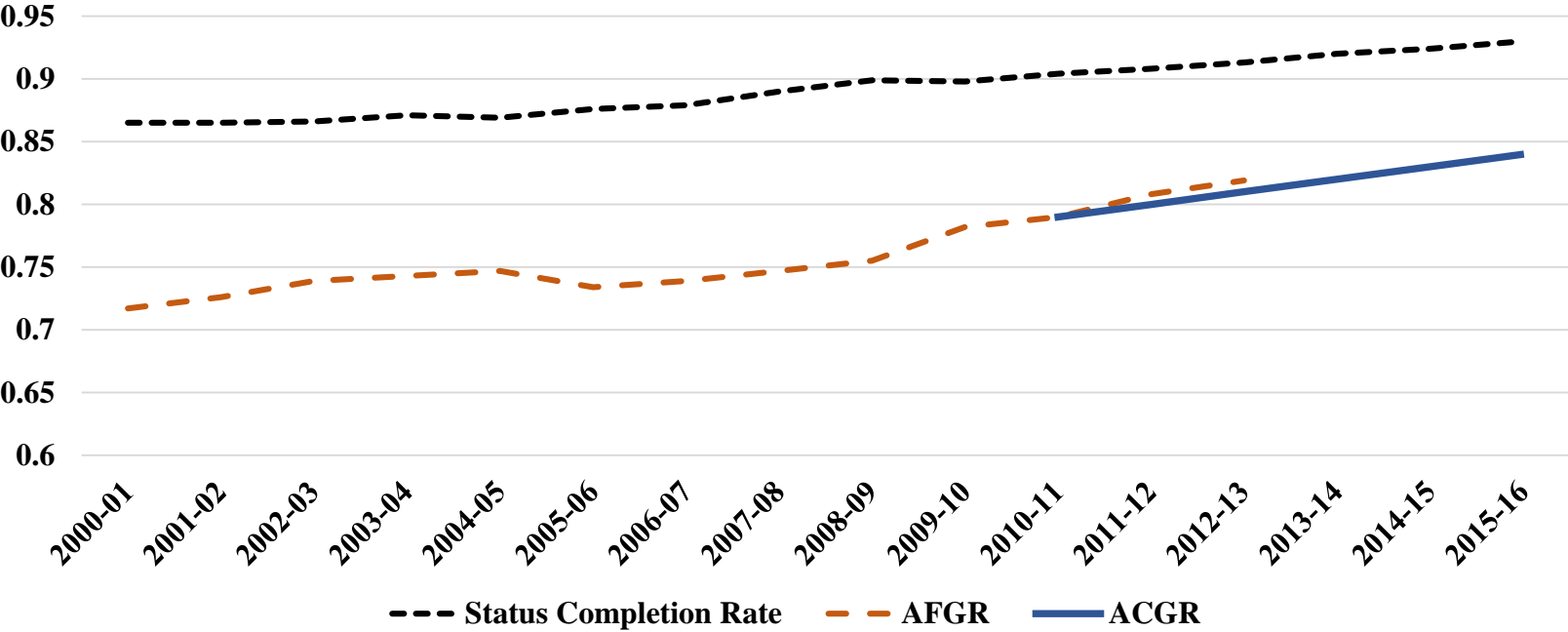


Figure 2. California rates of high school graduation 2010-11 thru 2017-18

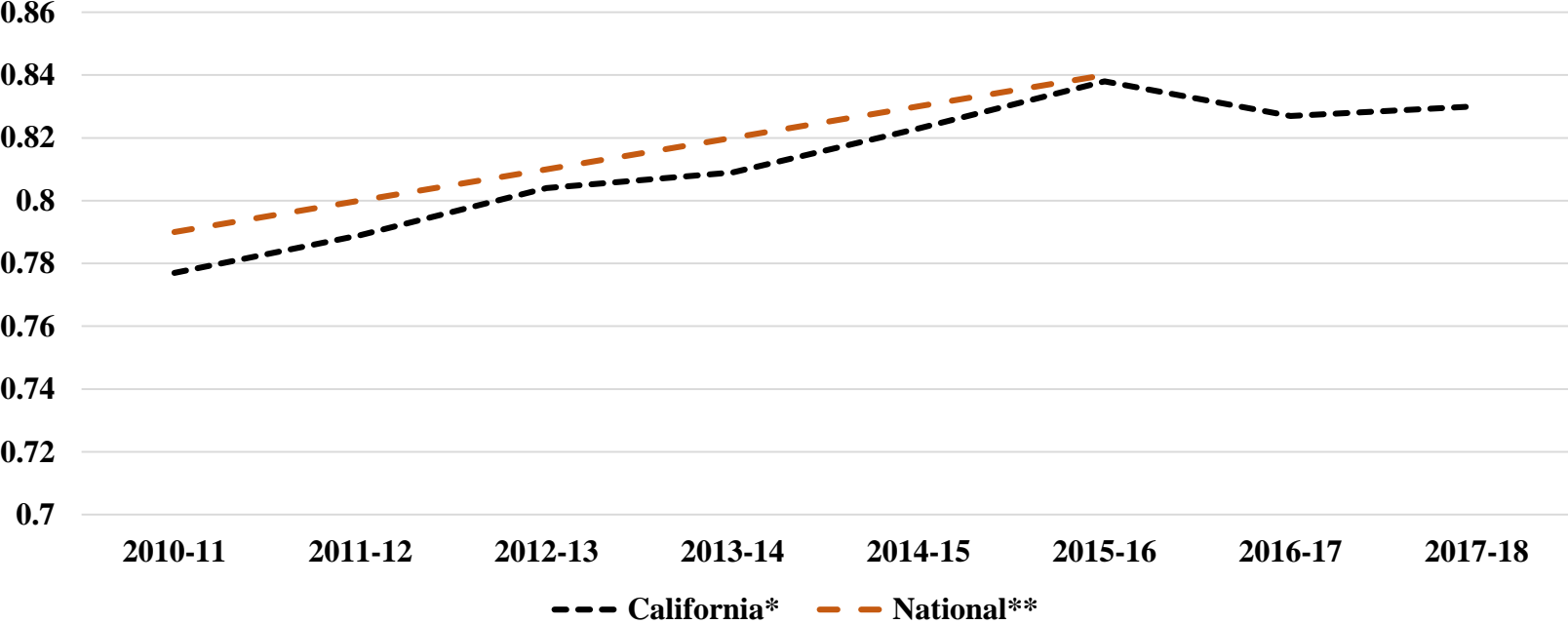


Table 1. California adjusted cohort graduation rates

	2010-11	2011-12
Cohort students	503,273	500,974
Cohort graduates	388,236	395,098
Cohort still enrolled	37,323	36,507
Non-cohort graduates	22,240	23,500
Total graduates	410,476	418,598
4-year cohort graduation rate	77.1%	78.9%
5-year cohort graduation rate	80.3%	82.4%
6-year cohort graduation rate	81.4%	82.9%
Expanded 4-year cohort graduation rate method 1	81.8%	83.6%
Expanded 4-year cohort graduation rate method 2	80.9%	82.5%
Averaged Freshman Graduation Rate (AFGR)	79.7%	81.7%

Table 2. Comparison of alternative California graduation rates by School Type

California State	2011-12	2012-13	2013-14
Total graduates	418,598	422,177	422,177
Cohort graduation rate	78.9%	80.4%	80.9%
Grade 12 graduation rate	82.8%	83.8%	84.7%
Comprehensive high schools	2011-12	2012-13	2013-14
Total graduates	342,070	344,260	343,529
Cohort graduation rate	89.6%	90.8%	91.5%
Grade 12 graduation rate	90.8%	90.9%	91.1%
Charter high schools	2011-12	2012-13	2013-14
Total graduates	29,081	30,162	32,780
Cohort graduation rate	57.9%	60.4%	62.5%
Grade 12 graduation rate	78.4%	76.6%	74.1%
Alternative high schools	2011-12	2012-13	2013-14
Total graduates	47,447	47,755	45,868
Cohort graduation rate	41.9%	42.4%	40.9%
Grade 12 graduation rate	47.8%	54.2%	59.6%



Q & A

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Thank You for Joining Us!

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